Employment Security REVIEW

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UNITED STATES DEPARTMENT OF LABOR
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In This Issue

To win the confidence and support of the public for the unemployment insurance program, keep it well-informed. This is the point that Harry Crozier emphasizes as he tells us how the Texas agency gets the claimant's side of the story across to the public. p. 3

CONTINUOUS study and analysis of claimants is always profitable says Donald M. Anderson of Minnesota and it meets a really urgent need during times of labor shortage such as we are experiencing now. p. 5

THE State agency's program for studying the characteristics of claimants in relation to job openings in selected areas of manpower shortages is the subject of an article by Paul W. Wiseman of Olympia, Wash. He says that the 1951 plans for placing workers in jobs will be the most efficient in the Employment Security Department's history. p. 8

THE result of a postexhaustion study among UI claimants was a real eye-opener says Arizona's Anna Zenkovich. They tilted the scales of sympathetic understanding toward the unemployed who, on the whole, appreciated benefit checks, but wanted continuous jobs more than anything else. p. 9

WHAT brings the claimant to the local office apart from the promise of a benefit check? How does he (or she) react to job offers? Are claimants different from other applicants? Placement Specialist Richard P. Corcoran of the Wilkes-Barre, Pa., local office answers these questions in his article "The Claimant and Job Offers." p. 11

"WHO are the insured unemployed?" asks Meredith B. Givens of the New York agency. His State has found answers to this and other related questions by means of regularly scheduled inventories of insured or registered unemployed. p. 13

JUDSON E. BROWN and HENRY C. GAGNON co-author an article on special studies of claimants made in Rhode Island. They believe that the experience of their State may prove helpful to other States faced with similar tasks. P. 16.

THE local office staff, employers, and employees all benefit when workload schedules are distributed throughout all of each day and week. Based on experiences in the Roanoke, Va., local office, P. Anderson Jordan, Jr., makes suggestions for workload scheduling. p. 20

THE story of special recruitment to get workers needed at a reactivated military camp, related for us by Norman E. Schulze of La Crosse, Wis., brings out the effectiveness of close cooperation between two agencies concerned with a project. p. 23

SERVICING employers in the tightest labor market since World War II is presenting quite a challenge to Cleveland local offices. Emden C. Schulze tells us how strategy is shaping up to meet the city's unusual manpower needs. p. 26

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At press time

Deputy Manpower Director

SECRETARY OF LABOR Maurice J. Tobin on November 20, 1950, named Leo R. Werts deputy director of the Office of Defense Manpower in the Department of Labor.

He will assist Executive Director Robert C. Goodwin in developing plans, policies and programs for meeting defense manpower requirements, and aid in reviewing plans, policies and programs developed by the bureaus and offices of the Department under Secretary Tobin's recent General Order establishing the new office. The Office will also coordinate defense manpower activities assigned to the Department in President Truman's Executive Order No. 10161 of September 9, 1950.

Mr. Werts, administrative and manpower expert, has been employed in State and Federal Government labor supply jobs since 1932.

During World War II, he held executive posts in the War Production Board and the War Manpower Commission. After the war, he became director of the Manpower Division of the Military Government for Germany in Berlin, under Gen. L. D. Clay. He returned from Germany in 1949 to become associate director of the Labor Department's Office of International Labor Affairs.

New Vocational Rehabilitation Director

FEDERAL SECURITY ADMINISTRATOR Oscar R. Ewing late in 1950 announced the appointment, effective December 1, of Mary E. Switzer as Director of the Office of Vocational Rehabilitation of the Federal Security Agency. Miss Switzer succeeds Michael J. Shortley, who has been appointed Regional Director of FSA Region III.

During World War II, Miss Switzer represented the Federal Security Administrator in the organization and development of the Procurement and Assignment Service for Physicians, Dentists, Veterinarians, Sanitary Engineers, and Nurses. She also acted as Assistant to the Director of the War Research Service and represented the Administrator in this activity. For her wartime service she received the Certificate of Merit from the President.

During the postwar period, she represented the Administrator on the President's Scientific Research Board which developed the series of reports, "Science and Public Policy," issued in 1947. Prior to her recent appointment, she was the Federal Security Agency representative on the Interdepartmental Committee on Scientific Research and Development and on the Interagency Manpower Mobilization Committee of the National Security Resources Board.

Midcentury Conference on Children and Youth

THE Midcentury White House Conference on Children and Youth was held in Washington, D. C., December 3 to 7. Its major aim was: "How can we help every child and young person in the United States get a fair chance to develop a healthy personality?"

More than 7,000 delegates from every State in the Union and 41 foreign countries attended. They included people from every walk of life and representatives of agencies interested in education, religion, health, social work, and other community youth services. About 500 were young people, participating for the first time in all phases of the conference work.

"The ultimate value of the Midcentury Conference," said Mr. Ewing, Chairman of the National Committee of the Conference, "depends upon the success with which the delegates convert their own recommendations into practical benefits for children and young people."

This was the fifth in a series of conferences on children held every 10 years on the call of the President of the United States. Previous conferences have resulted in many important benefits for children and young people. The first conference, called by President Theodore Roosevelt in 1909, brought about the establishment of the United States Children's Bureau. Other benefits include child labor legislation, aid to orphans, widows, and handicapped children, and standards for pediatric practice.

The 1950 Conference climaxed almost 2 years of preparatory work by more than 100,000 citizens in the 48 States and 4 Territories. All had studied

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their community resources for children and young people to determine what facilities should be established, improved, strengthened, or changed. The delegates of the Conference translated the facts gathered for them into recommendations and specific programs that will be useful to communities in providing better opportunities for children to achieve healthy personalities and to become responsible citizens.

Various governmental agencies with programs involving children assisted in the work of the Conference. The State employment services sent numerous representatives. Charles E. Odell, Evelyn Murray, and Louis Ravin participated for the BES headquarters office.

Among the recommendations and findings affecting the employment service arrived at were:

1. That schools, labor, industry, the employment service and other community agencies, and the military services improve and expand their personnel evaluation, placement, vocational guidance and counseling activities to serve the interests of young people and to promote the over-all development and more efficient utilization of our human resources.

2. Vocational guidance and job placement services contribute directly to the development of healthy personality in youth. Satisfying work helps to prevent maladjustment.

3. Almost universally, youth seek a mature, understanding, and a trained professional person with whom they can discuss fully their vocational, educational, social and personal problems. Few communities provide this important service adequately.

4. That guidance and counseling services in schools, employment offices, and youth-serving agencies be strengthened and extended.

Prospects Bright for Engineers

EMPLOYMENT opportunities for engineering graduates have improved greatly since early 1950 according to a recent release by the Bureau of Labor Statistics, United States Department of Labor.

The press release continues:

"The mobilization program has increased the demand for engineers so much that employers are now seeking additional personnel, after absorbing the engineering schools' record 1950 graduating class of 50,000. Hiring of engineers has been much heavier in 1950 than in 1949, although, in January 1950, employers had reported to the Engineers Joint Council that they expected to hire fewer engineers this year than last. As defense production rises over the coming months, and the Armed Forces are expanded, the demand for engineers will increase further. Recent graduates who may have entered nonengineering positions can today find opportunities for engineering employment. For high school students and others considering whether to enter engineering training, the profession offers very good employment prospects."

Present Training Programs

IN order to clarify the situation with respect to training programs now in operation as related to national defense activities, the Bureau of Apprenticeship, the Bureau of Employment Security, and the United States Office of Education have prepared the following joint statement:

Until such time as the Congress passes legislation appropriating Federal funds for defense training, the relationships between the several agencies, as well as with employers, should continue as they have since the War Training programs of World War II were liquidated. However, it is recommended that vocational educational authorities, institutions of higher learning, representatives of the Bureau of Apprenticeship and the State Employment Services cooperate closely in determining the needs for various types of training which can be provided from existing facilities.

The United States Department of Labor and the Federal Security Agency are currently developing a cooperative agreement between the two agencies which will be effective when Federal defense training funds are available, together with appropriate rules, regulations, procedures, and forms to be used in that connection.

Regular training funds are being used to an increasing extent in supplying training that is needed to assure defense production. In this connection, the Bureau of Employment Security and the affiliated State and local Employment Service offices should furnish to each of the above-mentioned training agencies all labor market supply-demand information, on a regular basis, which is pertinent to the planning of training needed in the defense effort.

Employment Security Activities at a Glance, October, 1950
United States and Territories

	Number or amount	Change from previous month
Overall		
Initial claims	[1] 713,600	29% increase.
Weeks of unemployment covered by continued claims	3,441,600	6% decrease.
Weeks compensated	2,866,700	11% decrease.
Weekly average beneficiaries	651,500	19% decrease.
Benefits paid	$57,533,400	11% decrease.
Funds available as of Oct. 31, 1950	$6,863,019,200	1% increase.
Visits to local offices	8,882,500	[2].
New applications	608,000	9% increase.
Referrals:		
Agricultural	1,637,300	38% increase.
Nonagricultural	1,073,700	2% increase.
Placements:		
Agricultural	1,615,900	44% increase.
Nonagricultural, total	612,100	1% decrease.
Men	399,400	1% increase.
Women	212,700	5% decrease.
Handicapped	32,500	36% increase.
Counseling interviews	115,000	17% increase.
Employer visits	244,900	7% increase.
Veterans		
New applications	112,000	3% increase.
Referrals, nonagricultural	289,900	8% increase.
Placements:		
Nonagricultural	159,000	[3].
Handicapped	15,300	33% increase.
Counseling interviews	28,200	7% increase.

[1] Excludes transitional claims which do not represent new unemployment.
[2] Decrease of less than 0.5 percent.
[3] Increase of less than 0.5 percent.

Let's Look at the Claimant . . .

MANY of us in the employment security program spend the major part of our time working with cards, forms, documents, ledgers, memoranda, numbers. Much of this work we do in behalf of people who come to our local offices seeking benefits. We convert many of these cards, forms, and numbers into a wealth of statistics. How much, however, do we really know—and at the right time—about these benefit seekers? How often do we look up from our paper work to take a close look at the claimant?

Some of us, without a doubt, take a searching look, to determine, for example, whether this claimant is, in fact, available for work. Do we go beyond this, however, to add up what we have learned about claimant "A" and what we have learned about claimant "B"?

Why bother? The authors in this issue give dozens of reasons. These reasons make sense now, as shortages of manpower replace surpluses. They made sense last spring, when this theme issue was planned, in a period of heavy unemployment. A close look at the claimant during the last war helped explain why benefits were being paid when jobs were plentiful. This knowledge, in turn, helped placement policy, and contributed to confidence in the unemployment insurance program. A close look at the claimant when jobs were not so easy to find helped us to plan improvements in our unemployment insurance program. At any time, a close look at the claimant helps remind us that we are dealing with real people whose incomes we are helping to maintain, with people who are trying to make a better contribution to their families' welfare and to our economy.

Getting the Claimant's Story to the Public

By **HARRY BENGE CROZIER**

Chairman and Executive Director
Texas Employment Commission

AFTER seeing his dream of an effective League of Nations weakened and dimmed by a passive public unwilling or unmoved to rally to its support, Woodrow Wilson could speak with authority when he said, "If my convictions have any validity, opinion ultimately governs the world."

How many other worth-while projects have been actively rejected or allowed to stagnate in public inertia is impossible to estimate, but the facts have certainly proved that in a democracy the man on the street must be the focal point of every successful enterprise, whether public or private.

Business is so thoroughly convinced of this that more than four thousand commercial corporations are spending millions of dollars each year to win public confidence and support. While Government agencies do not have the same motives for winning public approval, their responsibilities for providing valid information to Mr. and Mrs. Joe Doaks are ever greater, since the millions of Joe Doaks over the country are controlling stockholders in the world's largest enterprise and they have a right to know how and why their money is being spent.

Employment services need an aggressive and nondefensive public relations program at the present, for in times of prosperity and high employment it is difficult for the average man to understand the need for such services. The tragic consequences of penniless consumers in the days of the depression have been largely forgotten by a citizenry which often considers it fashionable to criticize the Government and its "bureaucrats."

Since a large part of the criticism affecting the employment security programs is leveled directly at the claimant, it is evident that ES public relations offices must concentrate their efforts on getting the claimant's story to the public. And since the claimant's story in large measure is really the agency's story, this may well be the time to consider taking stock of the results of our general policy of giving the public the basic facts about our programs and policies upon which public approval depends, to see whether we are living up to it.

An analysis of most existing information programs would reveal two basic weaknesses: (1) specific aims or objectives have not been set up and as a result

news releases are issued in a hit-or-miss fashion without previous thought as to how each separate story or radio announcement or bulletin can help to contribute to the final goal; and (2) in our effort to give the people straight, unbiased facts without any tinges of propaganda, we have often failed to interpret the facts at all.

We conscientiously report that 14,592 persons had filed claims for unemployment insurance during the week ending November 9, 1950; but we fail to tell the readers why these persons are out of work, what their chances are of getting new employment, or what effect on our State and national economy the insurance checks have.

These are the things most tax-paying citizens want to know. They skip over columns of figures and statistical reports the same way most people skip over the "Begats" in the Bible.

In Texas, probably 90 percent of the public's criticism has been directed at the claimant who legally draws insurance checks after being let out of a job through no fault of his own. He has been accused of chiseling, obtaining money under false pretenses, loafing, vacationing at government expense, and a multitude of other dishonest acts.

Yet careful studies have shown that fraud in unemployment insurance is infinitesimal. In fact, less than one-half of 1 percent of claims filed are tinged in any degree with fraud. Throughout the years procedures have been developed which have enabled employment security agencies effectively to detect fraud. It is common practice in the entire business world to establish a fixed percent chargeoff to meet losses resulting from fraudulent practices, and this margin of loss is certainly as large as that suffered by employment security agencies. It scarcely would be expected in this country that the department stores and hotels should be held up to scorn and criticism for being victimized by hot check artists, petty thieves and slickers generally.

If the people are convinced that persons out of jobs are not thieves, malingerers or chiselers, then the chances are that they will still be convinced that these claimants are lazy and shiftless "because in times of prosperity anybody who wants to work can find work."

For ES information offices to explain these workers in terms of marginal or frictional unemployment is as sensible as explaining the theory of atomic energy to a kindergarten group.

Reaching the News Editor

Through news and feature releases (which must be acceptable to the most hard-boiled news or radio editors), the public must be helped to understand that the worker himself has no control over such things as business failures, material shortages, finished construction jobs, machinery breakdowns, seasonal work, retooling processes, and acts of God—any or all of which may result in unemployment.

The ever-changing complexion of the Nation's economy, whether in a period of peace or war, is a vital factor in unemployment. Demands of today may be entirely different from those of tomorrow. Literally thousands of engineers are constantly seeking new ways of doing things, seeking new products, and inventing new machinery. As payment for progress, the worker may be forced out of a job.

Apart from the humanitarian purposes behind unemployment insurance, an alert information office can prove through routine news releases that unemployment insurance is basically a matter of good business for the economy of the entire country.

Of course, nobody knows for sure what job insurance will do for a community or the Nation in a period of economic strain such as that which preceded the inauguration of this system. However, a great many look at it with hope when they remember the Bread Lines, the way businesses shriveled up and died because people had no money, and the half-starved workers who first lost their jobs and then their self-respect.

Program Serves Whole Community

That black period was the greatest example in the history of civilization of the importance to the whole community of a worker's salary. When the salary of one worker is multiplied by hundreds, the lost purchasing power can seriously affect business in the community. Unemployment insurance was created to take care of that loss of purchasing power. But more than that, it was designed to help the unemployed worker eat and live and keep his self-respect until he found another job.

These are the messages which every employment service office in the Nation must bring to the public. Ways of improving the entire public relations program will have to be worked out by each individual State, but a few general suggestions may serve as a point of departure.

Surveys reveal that a good job has been done in information through the media of press and radio. We have had good publicity and bad publicity. In column inches and in radio hours the constructive publicity has far outweighed the destructive. It must be conceded, however, that the destructive publicity has had greater impact.

Some blame must be attached to the negative terminology so often employed in informational releases. A good many substitutions could be made for terms used in the program which are not easily understood by the public.

Agencies are progressively getting more value out of statistics and general information in their work. No public information program can succeed unless it is based on the bedrock of well prepared factual information.

Employment Security agencies are showing awareness of the need for a high degree of cooperation

between their information, research, and statistics functions. In about half the States these functions are closely and cooperatively organized. In some they are under a single control.

Most of the States, and all of the larger ones, are encouraging decentralization of public information releases. It is being demonstrated that giving local office managers responsibility for divulging agency information of local concern not only has a salutary community effect, but helps to build morale and enhances the dignity of the agency at all levels.

To make the decentralization of news releases really effective, local managers should understand fully the nature and purpose of the overall public relations program and the part his office plays in this. Training clinics conducted by able, experienced publicity men will help to get programs of this nature off to a good start.

One aspect of public relations which has been only lightly touched is the field of forecasting on the basis of reliable figures provided by research and statistics. The public wants to know not only what happened last week and last month, but also what to expect next week and next month. What are the employment trends in manufacturing? What skills are becoming obsolete and which ones will be increasingly in demand? What areas need additional workers and which ones are already overcrowded?

In this respect, many agencies are carrying on effective public relations programs through public service to local schools. Vocational testing and guidance which helps to fit young people into the best occupational notches does more to win public approval than hundreds of inches in the local newspaper.

The trend toward making public relations a vital part of every department's and every agency employee's responsibility may well be the key to continuing success. We all need to remember that we no longer decide whether or not we will have public relations; we simply must decide whether there will be good public relations or bad public relations.

"Employment Security Is Truly Big Business" . . .

How and Why We Look at the Claimant Continuously

By DONALD M. ANDERSON

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Division of Employment and Security, St. Paul, Minn.

It is obvious, of course, that in any State employment security agency the interviewers and claims-takers in the local office who meet the claimant face to face in the employment and claims-taking interview are the persons in the agency who know the most about the claimant. The local office supervisor, the manager, and on up to the agency's administrator, are at times very keenly aware of the advantages of participation in such face-to-face knowledge of the claimant, who as a client is really the reason for the agency's existence. Statistical data on the mass of claimants are a rather poor substitute for this other knowledge which more nearly reaches the real causes of the individual's unemployment and the possible cure.

Lacking the quality of omniscience, the employment security planner, whether he be at the local, State, or national level, must resort to statistical data on selected items of information regarding the claimant to find out what sort of people have become unemployed and are in need of the services of the employment security program. The selection of the items of information is of course, limited by space and time available for recording such items at face-to-face meetings with the claimant.

Since the early years of the program in Minnesota, our new claim forms have included, among other items, the claimant's local office area, age, sex, occupational code, and code indicating reason for leaving last employment. More recently when veteran status became increasingly significant, items were added providing for breakdown between veteran and non-veteran and veteran of World War I and World War II. Industry code for the last covered employment in the base period is secured from the monetary determination.

Claims line, St. Paul local office.

When the claim is received in the central office and the monetary determination has been made, a claim card is punched which contains the above-listed data on the claimant and in addition thereto the maximum and weekly benefit amount. A statistical card is reproduced from the claim card, and it is from the statistical card that we run our continuous studies of the characteristics of new claimants entering the program.

Our continued claim cards also bear data on the local office area, sex, first digit of age, industry of last employment in the base period, veteran status, occupational code and the weekly and maximum benefit amount. From the continued claims filed we run studies on current benefit recipients comparable to those on new claimants, either by sampling methods or by using the entire continued claim load.

What the Statistics Tell

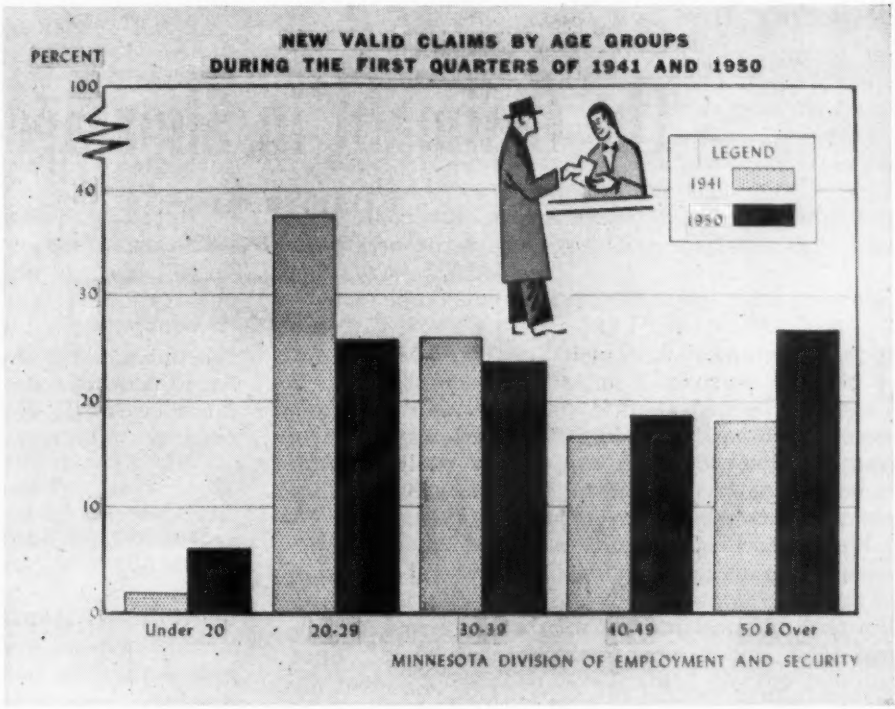
We can also look at the claimant statistically as every other State agency probably does, by examining cases of those who are ineligible or disqualified to find out what type of ineligibility or disqualification is occurring and with what frequency in the entire program. Our inquiry also leads into the studies of average duration of compensable unemployment, the amount and kind of deductible income, the number who are exhausting their benefits and the number of claimants who draw benefits after serving disqualification. All of these items are available from claim records and can be determined with comparative ease.

When we want to determine the occupational characteristics of current claimants in relation to the labor demand, either in particular localities or on a State-wide basis, we run tabulations of our current continued claim load by three-digit occupational groups. These tabulations are easily made because each continued claim payment authorization card has the three-digit primary occupational code punched into it. The tabulations are then forwarded to the local offices where they are checked against the order file, and in the case of shortage occupations the local office is requested to examine carefully the qualifications of the claimants in relation to employer specifications.

Now Let's Consider "Why"

We have now roughly outlined *how* we look at our claimants. *Why* we want to look at them continuously is another matter. The employment security executive, whether he be a local office supervisor, local office manager, or State administrator, wants to know how the program is meeting the needs of the claimant and employers. This is basic in any planning for the improvement of the program or in any analysis. In order to know how the program is working and in what direction it should go, it is necessary to know what sort of a client needs the program enough to seek its services. Consumer research is an essential part of any business, and employment security is truly a big business.

A good example of why we want to look at the claimant is the work that was done in the Minnesota agency some time before July 27, 1949, when the Servicemen's Readjustment Allowance program terminated for most GI's. It was important that we know how many of the SRA claimants had wage credits under the State law in order to determine what the impact of the termination of that program would have on our operations and to what extent claimants would be left without the economic security provided by the SRA program. Sample studies of active and



Graph prepared by Research and Statistics Section of the Division of Employment and Security.

inactive SRA claims in relation to our wage credit files showed us accurately what shiftover from one program to the other would occur immediately and also what we could expect in additional new claimants entering the State program because of the absence of the SRA program in future months.

Another instance of our use of continuous studies of claimants was in our planning for legislative proposals with respect to raising weekly and maximum benefit amounts as well as minimum qualifying wage credit limits to make the law more realistic with respect to wage loss and higher cost of living averages. These studies were not confined to claimants but included wage records of employed workers also. However, the claimant studies were particularly significant with respect to minimum qualifying wages in the base period.

Claimant Analysis Vital Now

A really urgent need for claimant analysis occurs during times of labor shortages such as are occurring at the present time. This need is based on the legal and social responsibility of the employment security agency toward employers and applicants alike. When the demand for workers appears to exceed the supply and there yet remain claimants for unemployment insurance, the conclusions reached by observers are as varied as the points of view held by the observers. However, the employment security agency cannot content itself with merely adopting a point of view and from that draw its conclusions. Rather the agency must get the facts about the claimants themselves and the job openings available.

From the purely statistical facts derived from studies of claim records and job orders the agency administrator and his staff can arrive at a rough idea of why there are claimants in times of labor shortages. Such items as age, sex, and occupational classification provide rather obvious answers. However, the answers, even though obvious, rarely give the clue as to what can be done to channel the claimants into gainful employment. The real solutions to the problem, if any are available, are at the local office level, and the most effective help the administrator can give is to use the full facilities of the agency in helping the local office in apprising employers of the nature of the labor supply represented by claimants and assisting the employer by use of industry services available in the agency to adapt his jobs to applicants available. The local office approach to the problem should be clinical and it represents a challenge which can only be met by skillful use of the counseling, testing, selective placement, and industrial services of each local office.

Plan for 1951 Farm Labor

All H. J. Heinz Co. representatives have expressed praise and gratitude to the Employment Service for the fine manner in which needs for workers were met during the past year.

The company has already made plans for 1951 production under defense emergency labor conditions, particularly for handling the tomato crop. Stepped-up interregional recruitment of workers, both men and women, will be necessary, company officials believe. All Ohio plants plan to expand housing facilities. As an inducement to encourage growers to provide housing for migrant workers, housing units will be sold to growers at cost. The price, approximately $375, can be paid over a 3-year period from the farmer's proceeds from tomato sales.

Matching Men and Jobs . . .

The Claimant in Shortage Areas

By PAUL W. WISEMAN

Chief, Research and Statistics

Employment Security Department, Olympia, Wash.

IT WAS COLD. Extremely cold. So cold that 100,000 persons, 1 in 5 of those normally in covered employment in the State of Washington, were out of work and filing claims. Unemployment compensation payments equaled a twelfth of the wage and salary income to the State's half million covered workers. That was January 1950.

Washington industries have marked seasonal variations and, coupled with the 1949 general downturn of business, employment conditions were pretty bad. But both business and the weather improved, and by mid-1950 things were looking fairly good. True, employment was below 1949 and unemployment was above, but the trend was favorable. Then came the action in Korea.

Worker shortages appeared within a few weeks and by September unemployment dropped to less than half the June figure. The Employment Security Department found itself searching for multitudes of workers in certain defense occupations as early as August, and the unfilled-openings count was three to four times normal. By October, insured unemployment dropped to 10,600, the lowest since World War II.

With unemployment in the fall of 1950 at its lowest since World War II, the industrial composition of claimants showed marked change. Logging, lumbering and construction beneficiaries declined from 9,700 in September 1949 to only 1,100 a year later, and beneficiaries in manufacturing industries other than lumber dropped from 6,800 to 4,000; in trade and service, from 8,200 to 5,000.

"Selective Reinterviews" Launched

In August 1950, the Employment Security Department launched a selective reinterview program for compensable claimants. It was called "selective reinterview" rather than "periodic reinterview" as used in the Bureau of Employment Security's manual because of the many factors bearing on the method of selection.

Objectives of the program are to assure the adequate testing of continued eligibility and to evaluate further the claimants' capabilities to the end that they will obtain jobs rather than benefit checks. Each local office determines its own policy for selecting claimants to be interviewed, changing the basis of selection weekly in accordance with labor market conditions, hiring practices, benefit duration, age, occupational classification, or any other factor deemed pertinent. An adjustment route slip is prepared for each claimant interviewed. It shows why he was selected and the result of the interview.

What Are the Results?

After the program had run in high gear for a few weeks, offices of varying size were checked for results. There was rosy anticipation of finding many a matching of claimant and job, but such cases were rare. The local offices had merely proved that they were performing their day-to-day work in a creditable manner. Nine-tenths of the claimants were women with limited occupational experience or men past 44—people difficult to place. In tighter areas, the proportion of hard-to-place persons was even higher.

In Seattle, the majority of able-bodied male claimants were filing only new or additional claims because they were successfully screened on first contact with the office. These claimants were promptly referred to work or found ineligible for benefits. Cannery workers for whom no work was available made up a large share of the women. It was soon found that by whatever manner of selection for reinterview, about the same persons would be chosen. In common with other local offices, Seattle order takers were endeavoring with some success to convince employers that their orders must be less restrictive, particularly in regard to age.

Tacoma's experience was similar to Seattle's. Claimants, along with other job applicants, had previously been referred to important emergency work at the nearby army ordnance depot or at McChord Field, the air base from which part of the Korean air lift was operating. New applicants were screened for these jobs when they first appeared at the local office.

Tacoma's first step in its selective reinterview program is to have a claims examiner initiate adjustment route slips for a predetermined group of claimants. This is done at a time other than when the claimant is with the claims examiner. The slips are forwarded to the employment service division where these claimants' application cards are reviewed with the objective of broadening the referral possibilities of the claimants. This step is in addition to the long-established procedure followed in all offices wherein all claimants are routinely screened against demand lists at the claims-taking windows. When a possible job matching appears, the claimant is advised by phone or mail.

If he does not respond within 3 days, an adjustment interview usually results on his next visit. But if he reports to the office, the interviewer offers him one or two specific referrals. The adjustment route slip is completed following this visit. All other claimants in the selected group are interviewed on their next regular report date, but emphasis of their interviews is essentially on matters other than job exposure. A new occupational classification sometimes results.

Occasionally the Tacoma office checks against its job orders an occupation which has too many claimants to determine if possible placements are being overlooked. The entire program is highly routine. Rather than initially sending a claimant to the placement desk, a document is sent. The advantage of this is that it gives the interviewer up to a week to watch orders and he can do a thorough screening.

The experience of the smaller offices was similar to that of Seattle and Tacoma. In many cases the program lent formality to practices already followed, and in some areas the claims load was so small that there was little room for selectivity.

Anticipating shortages in defense occupations as the armament program gains speed, the department has laid plans to evaluate further the labor supply. Local offices will ascertain which applicants are not now readily acceptable to employers on the basis of current employment specifications. GENERAL APTITUDE TEST BATTERIES will be given to claimants and others whose potentialities are not evident from present classifications or from training, related experience, interests, or hobbies. Particular attention will be given to the increasing number of claimants expected during the winter months, to older applicants who have few opportunities to obtain work in their present classifications, and to female industrial workers and housewives voluntarily returning to the labor market. To locate occupationally its potentially qualified workers, each local office will have a needle or keysort card file of persons to whom the GENERAL APTITUDE TEST BATTERY was administered.

Washington's unemployment compensation beneficiaries in 1950 varied from 17 percent of averaged covered employment down to 2 percent. Although the regular seasonal rise in claims load is occurring this winter, the Employment Security Department feels that its 1951 program for placing not only claimants but all workers in jobs will be the most efficient in its history. If so, the result can be attributed to the practical application of lessons learned by agency employees through many years of program development, further integration of claims and employment service procedures, an aggressive training program for both unemployment compensation and employment service personnel, introduction of new techniques and methods by the Bureau of Employment Security, particularly the GENERAL APTITUDE TEST BATTERY, and a genuine interest of agency personnel in a job well done.

Postexhaustion Study . . .

What Happens to the Jobless When UI Benefits Expire?

By **ANNA ZENKOVICH**

Claims Deputy

Employment Security Commission, Phoenix, Ariz.

HAVE you ever wondered what the claimant does when he leaves your office? How he lives? What his problems are after his unemployment insurance benefits have been exhausted?

Well, I *know*, because it was my privilege to call on many of our claimants during the postexhaustion study conducted in Arizona.

Almost 4,000 questionnaires were mailed to former claimants in an effort to find out how they were getting along after their unemployment insurance had expired. A number of personal visits were made to get first-hand information on general living conditions and frank opinions on what our claimants thought about the unemployment insurance program. The result of this postexhaustion study was a real eye opener, and it has certainly made us feel more sympathetic and understanding toward the members of the public who are seeking employment.

In making contacts during this study, I was amazed at the conditions under which our claimants lived. Many were renting, and were constantly harassed with the overwhelming problem of scraping up enough money to pay the rent. Many lived in one-room shacks, rundown tourist courts, old rooming houses,

dirty and ill-kept hotels, and trailer camps. Some of these shacks were so loosely constructed that daylight could be seen through cracks in the walls.

I do not wish to imply that all contacts were with people who lived in squalor, but an important factor is that they were people in real need of unemployment insurance. In some cases, individuals were purchasing property and were striving to improve the grounds and the interiors of their homes. These people were far from being well off, but they were the type of individuals who kept things neat and clean no matter how poor they were. Their homes were not spacious or expensive. In fact, most of them were wood frame houses with fiberboard ceilings and walls.

Some of the people visited lived in Government projects, and though this type of housing is better than some, it was still far from being what an average family would want to live in for the greater part of life. Living was unpleasant because of cramped quarters, or there was lack of privacy, and in other cases a tenant was forced to live next to neighbors who were not desirable.

"Just Get Me a Job"

Practically every individual I called upon, who was still unemployed, asked me if I could get him a job. These people wanted to know about any kind of work and said they would be willing to do anything so long as they could make a living. Many asked about OASI, a few asked about another unemployment insurance claim, some asked about State pensions, etc. In some cases I found people over 65, who were barely managing to eke out an existence. I found GI's struggling along on subsistence allowances and any odd jobs they could pick up.

In many instances people solicited jobs on a house-to-house basis, some had home-made signs in front of their homes, while others used the precious little they had to run "ads" in the paper. And all of this was in an effort to secure work.

I do not wish to imply that all the people I visited were still unemployed, for that was not true. Some had temporary jobs, and were glad even for that; others had started to work a few weeks previous to my call, and were sure the job would last for an indefinite period of time. Several families reported that the man of the house had gone to another State to seek employment.

Comments written on the questionnaires that former claimants mailed to us provided more food for thought. Some sent special letters or post cards expressing their views. These candid remarks would make anyone "sit up and take note." It was eloquent testimony to the value of the unemployment insurance.

The comments were human and personal. Some were wordy, others were brief and to the point. What more need be said with a notation such as this: "Gas will be cut off 3–18–50; lights, 3–21–50."

On the more pathetic side, one man wrote: "I am 70 years old, nearly blind, and asking help." Another said: "I did sell eggs, but I had to sell the chickens." And still another: "Landlady holding clothing for security. Eating now and then."

Many remarks were typical of this one: "During all of the weeks I was unemployed, looking for work and drawing unemployment insurance, the insurance benefits were certainly helpful and prevented me from going into debt during the time I was unemployed." And again: "I'd like to add that my checks were life-savers during the time my husband and I were out of work." Briefly: "It helped me."

Some of the former claimants were more analytical: "Savings long gone. Work for chow, etc., whenever possible. Borrowed money to the limit. Thanks to good friends, neighbors, and the Grace of God, we keep eating and sheltered. The situation here is poor and depressing. Twenty dollars a week barely gets even a small family by, but it is very helpful. (Eating is such a necessity.) As one individual, I'm having a very hard, embittering time; I'm not alone, although I deeply appreciate the help I received from Arizona." Another wrote: "Suggestion: If it were necessary for me to have been entirely dependent on your checks, I would not have made it, first because of the weekly amount."

Most of the people wrote about their own personal problems, such as: "Owe the bank $143. Living on wife's salary of $25 a week, but wife is going to have a baby." "The job I got now isn't a steady job. Sir, I'm just a labor worker, and most of the laborers don't have steady jobs. Most of them get a job here and there for about two days or sometimes one month. That's the way it is with me. Sometimes I'm working and most of the time I'm not working." "Sold furniture and car. Funds low." "If you can get me a job I will be glad to take it. Light and gas turned off."

"While I was unemployed and drawing unemployment insurance I drew $150 out of the bank to pay the difference that the $80 a month would not carry. I am single. I do not drink or use tobacco or go to shows, and I ride a bicycle. All I spend is what is necessary to live, such as food and rent. I did not buy any clothes during that time. But the $80 per month helped, but I do not know what I would have done if I did not have some savings to draw on. I am back at the same job where I worked last year. Thank you."

Few Words Say Much

The short, to-the-point comments implied much. "Living on promises." "Owe doctors." "I make $10 a week." "Wife does laundry for people." "Cashing in war bonds." "Meals on credit." "Sold one cow and have two left." "In debt now." "Sick and not able to work." "Can't live on wife's salary forever. It might break up our home." "Sold four calves." "You can do without eats when you have to." "How about a job?"

These are only a few of the hundreds of comments we received from the people who had drawn unem-

(Continued on page 28)

The Claimant and Job Offers

By **RICHARD P. CORCORAN**

District Unemployment Compensation Technician, Bureau of Employment and Unemployment Compensation, Wilkes-Barre, Pa.

Interviewers John O'Neill, left; and John McNelis, right; interviewing claimants for job referral, Wilkes-Barre Office. Paul A. Kane, ES supervisor, looks on.

CLAIMANTS coming into the local offices of District III, which comprises the entire anthracite belt of Pennsylvania, represent a cross section of occupational classifications common to most large industrial areas in the Nation.

Anthracite mining, of course, is the predominant industry, employing approximately 40 percent of the manufacturing and production workers of the area. In second place are the textile and apparel manufacturing industries, employing approximately 43,000 workers, 80 percent of whom are female.

The remainder of the business and industrial life of the district is diversified. Industries include trade, manufacturing of food products, metal working industries, construction, transportation, and service.

In our district the large majority of claimants include labor union craftsmen who are laid off for brief periods for various reasons—seasonal layoff, contract completion, temporary lack of production orders, mechanical reconversion, etc.

Included also are anthracite mine workers, who are especially subject to seasonal variation—working most steadily during the winter months and other cold periods, and idle or working irregularly during the summer months and any prevailing warm periods at any time of the year.

As the result of heavy demand for a few occupations such as miner, miner's helper, and power-sewing-machine operator, in the district's large industrial fields, problems arise daily at the referral interviewer's desk in the matter of suitability of work with respect to individual claimants.

Limited job opportunities outside the mining and apparel industries accentuate these problems. Since the major reasons for refusing referral are based on wages and working conditions, in these two factors lie the chief problems which confront the interviewer.

In regard to employment in the mining industry, although wages are attractive enough, there arises the factor of unsuitability of employment, due to hazards and the supposedly unhealthful nature of mining occupations.

As has been stated, most job openings for female workers are in the occupational classification of power-sewing-machine operator. The reasons for refusal of referral to this job are that the job is confining, repetitive, monotonous, and that it requires a high degree of visual acuity while imposing a continuous physical demand in order that production quotas may be met.

Since many claimants are on brief layoffs, there is a tendency among the group to want to return to the job held immediately preceding the claim. This preference may be felt even when such reemployment is doubtful.

In the final analysis the referral interviewer bases his decision on the suitability of work for the individual claimant chiefly on job training, experience, and the physical demands of the job.

During the course of the referral interview difference of attitude between claimants and nonclaimants may become apparent. The nonclaimant is usually at ease. He discusses his qualifications in relation to the job opportunity, knowing that in the final analy-

sis he may elect to accept or to reject the job referral. It is true that he is concerned with job placement, but nevertheless he maintains a certain freedom of choice as to referral acceptance.

Not so the claimant who is obliged by law to accept referral to suitable work or face possible disqualification in regard to his job insurance benefits. The claimant, during referral interview, is more or less tense and on the defensive.

This atmoshpere arises quite often from the claimant's lack of familiarity with the State's unemployment compensation statute.

Our law, of course, requires contributions from employers only for unemployment compensation purposes, but a remarkably larger number of workers are under the misapprehension that the Federal deduction for Old Age and Survivors Insurance from their wages covers unemployment compensation also. This false belief provokes some claimants, particularly those who have been denied benefits, to adopt a defiant and aggressive attitude. They assume that they are entitled to unemployment benefits regardless of the reasons for the termination of employment, and they actually feel that they have been cheated, when benefits are denied. Sometimes they refuse to "listen to reason." They stand by their beliefs.

By the same token they maintain that job insurance benefits are due them whether or not they meet eligibility requirements such as the accepting of suitable employment when offered to them by the local office or by an employer.

It is expected that the Benefit Rights Interview, currently being installed in all local offices in the district, will result in a better understanding of the eligibility requirements of the Pennsylvania Unemployment Compensation law by claimants. We anticipate great improvement in this respect.

There are, of course, certain restrictions which the agency itself, from extensive experience, insists upon as justifiable and proper procedure and which the interviewer accepts as his guide. Nevertheless we do not overlook the human aspect in dealing with people. Courtesy, kindness, and sympathy in dealing with the public are constantly emphasized by the Executive Director of our Bureau, A. J. Caruso, and by other Bureau officials. These principles are strictly applied by local office personnel in daily operations. The local office looks at the claimant as one possessing the sensibilities common to all, and as one deserving the utmost in terms of speedy, efficient service.

We are happy to state that the vast majority of claimants coming into our offices reciprocate our good will.

Thus we have the equation, we believe, which leads to solution of problems and becomes the keystone of sound public service.

A view of Claims Section, Wilkes-Barre Office. Claims Clerks, left to right, Betty O'Donnell, Helen Tomko, and Stella Zelinski. In background, Ruth Shovlin, UC supervisor, and R. P. Corcoran, District UC technician.

Who Are the Insured Unemployed?

By **MEREDITH B. GIVENS**

Director of Research and Statistics, Division of Placement and Unemployment Insurance
New York State Department of Labor

Meredith B. Givens.

DURING 1949 and 1950 more people were employed in the United States than ever before in the Nation's history. Nonetheless unemployed workers were claiming unemployment insurance benefits in increasing numbers, and they still appear in large volume even as the expanded defense program takes hold in its early stages.

That employment and unemployment can rise together, and that high levels of employment do not cancel out compensable unemployment, is well known to those who know the labor market. But it is important that any apparent mystery behind such occurrences shall be dispelled by regular collection and release of the needed facts. Why are there unemployed persons who receive benefits when there are shortage occupations and local areas unable to obtain needed workers? Why should shortages and surpluses occur at the same time? Is there evidence of failure of employment offices to obtain and clear available job offers, or resistance of workers to accept such offers?

The answers to these questions are to be found by "looking at the record." To do this it is necessary that the industries where separations and layoffs have occurred shall be identified, and the location and nature of the unemployment determined. The record of unemployment insurance transactions, at local and central sources, serves to clock and meter the flow of unemployment. Judgment must be exercised in choosing those characteristics of unemployment which should be measured both regularly and at intervals for special purposes.

In good times or bad times an identification of the industries and areas which release workers is crucial for an explanation of the levels of employment and unemployment which exist. To determine within industries and local areas how many of the newly unemployed are men and how many are women is necessary for determining labor supply and demand and in forming intelligent employment policy. This type of information not only clears up misunderstanding, it is also necessary for planning of employment security operations. When accumulated over a period of time, it is useful for legislative guidance and for appraising effectiveness of the program.

What Kind of Information Do We Need?

Just what information on the registered or insured unemployed should be collected and converted into statistics is subject to variation with the shifting emphasis of the years. During the early 1930's the numbers and characteristics of the unemployed were matters of vital concern to the Nation, yet there was little information available. In 1934 and 1935 the Federal Emergency Relief Administration and the National Reemployment Service used the information derived from the emergency work relief programs and from the registrations of the unemployed at the Employment Service offices to provide the first comprehensive data on the industrial, occupational, age, and sex characteristics of unemployed persons in this country by geographic area, and for time periods other than the decennial census.

In the late thirties, as the unemployment insurance program became effective, the State employment services, in cooperation with the United States Employment Service, undertook monthly analyses of the so-called active employment service file. These inventories were made at the end of each month and provided comprehensive data derived from the full employment service registration forms in use at that time. After Pearl Harbor the employment services concentrated their efforts on wartime emergency manpower demands, and in some localities the employment office active files became less useful sources of comprehensive data on the number and characteristics of the unemployed, as spot referrals, skeleton registrations, and short-cut procedures were required.

In New York in 1940, public interest in unemployment insurance payments resulted in the development of a monthly sample of benefit payments by industry of base-year employment which to some extent replaced the employment service active files as a source of data on the industrial distribution of the unemployed. Beginning also at this time, New York undertook annual benefit experience studies by industry based on a 10 percent sample of the benefit ledger files set up for each eligible claimant in each benefit year. These benefit ledger studies provided annual data on the number of persons receiving benefits, the amount of benefits, and the duration of unemployment, by industry, and have been continued up to the present.

FO 11.1(12-49) STATE OF NEW YORK - DEPARTMENT OF LABOR
DIVISION OF PLACEMENT AND UNEMPLOYMENT INSURANCE

Social Security Number

1. Write your age in this box → ☐

2. Give name of your last employer _____

Describe firm's business in box 3 if the firm was a MANUFACTURING concern.

Use box 4 if the firm was NOT a manufacturing concern.

3. Last job was for a MANUFACTURING concern - *Describe*	4. Last job was NOT in a manufacturing concern - *Describe*

5. Describe the kind of work you did on your last job

DO NOT WRITE BELOW THIS LINE

	MANUFACTURING		NONMANUFACTURING		
4	Food & food products		Household work	16	
5	Textile mill products		Hotels & restaurants	17	
6	Clothing & accessories		Laundry & dry cleaning	17	
7	Printing & publishing		Building & construction	18	
8	Chemicals & products		Wholesale trade	19	
9	Shoes & leather products		Retail trade	20	
10	Machinery & electrical equip.		Transportation	21	
11	Transportation equipment		Commun., & public utilities	21	
12	Metals & metal products		Finance, ins., & real estate	22	
13	Photo., optical., scient., goods		Agriculture	24	
14	Other manufacturing		Other nonmanufacturing	23	

OCCUP. CODE				AGE OF CLAIMANT											INDUS. CODE
				-21	21-24	25-34	35-44	45-49	50-59	60& over					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16

Exhibit A.

The monthly benefit payment sample by industry which provides estimates of the amount of benefits by industry each month, has also been continued up to the present.

Beginning in June 1943, New York also undertook a "physical count" of the active insurance file in the midweek of each month in order to determine the number of persons claiming benefits. This was undertaken because the weekly transactions data were not completely adequate for determining the number of persons involved since the transactions data were distorted by administrative and legal factors.

For many years monthly narrative reports from each of the field offices describing the characteristics of the unemployed group have been prepared.

From June 1944 to December 1945, a quarterly inventory of unemployment was undertaken, using a 20-percent sample of claimants applying for benefits and obtaining data on age, sex, and industry of last employment of these claimants. This quarterly inventory was used to determine the source of unemployment industrially and geographically, and the data derived from the quarterly inventory, together with the materials obtained from the physical count of the active file during the midweek of each month, were used to guide workers into industries with labor shortages and for other administrative purposes. After VJ-day the data provided information on the impact of the cessation of hostilities on employment with particular reference to the effect on the unemployment insurance system and on older workers.

The inventory of unemployment was advanced to a monthly basis beginning in June 1949, using a 20-percent sample of the claimants filing in the midweek of each month and obtaining data each month on the claimants applying for benefits by age, sex, industry of last employment, and local office. A report form (exhibit A) was developed which was given to the claimant during his visit to the office in the week preceding the study and picked up at his next visit. These forms were then summarized by local office personnel (exhibit B).

The resulting data have been used by a State committee appointed by the Governor in 1949 when employment began to decline, and are now being used in connection with manpower mobilization planning. At various times these forms have also been used to compile information on occupations of unemployed persons last employed in specific industries such as construction, and also to secure an inventory by occupational group of unemployed persons registered in April 1950 for comparison at a later date with the 1950 census data. All of the data are summarized on a labor market area basis and are used by labor market analysts in the preparation of labor market reports.

The technique currently used in New York is to obtain a sample consisting of the benefit claimants

(*Continued on page 22*)

FO 11 (12-49)

State of New York - Department of Labor
Division of Placement and Unemployment Insurance

REPORT OF CHARACTERISTICS OF BENEFIT CLAIMANTS

Local Office _____ Week Ending _____ 19____

UI Total UI Vets RA

Active File - Benefit Claimants _____

Section I - Age of Claimant

Claimant group (I)	Total (II)	Age of Claimant: Under 21 (III)	21-24 (IV)	25-34 (V)	35-44 (VI)	45-49 (VII)	50-59 (VIII)	60 and over (IX)	(X)
1. TOTAL									
2. Male									
3. Female									
4.									
5.									
6.									
7.									

Section II - Industry of Last Employment

Item (I)	Industry (II)	Total (III)	Male (IV)	Female (V)	(VI)	(VII)
1.	TOTAL-ALL INDUSTRIES (nonagric., & agric.)					
2.	NONAGRICULTURAL-TOTAL (mfg., & nonmfg.)					
3.	MANUFACTURING-TOTAL					
4.	Food and food products					
5.	Textile mill products					
6.	Clothing and accessories					
7.	Printing and publishing					
8.	Chemicals and products					
9.	Shoes and leather products					
10.	Machinery and electrical equipment					
11.	Transportation equipment					
12.	Metals and metal products					
13.	Photo., optical & scientific goods					
14.	Other manufacturing					
15.	NONMANUFACTURING-TOTAL					
16.	Household work					
17.	Hotel, rest., laundry, dry cleaning					
18.	Building and construction					
19.	Wholesale trade					
20.	Retail trade					
21.	Trans., communication & pub. utilities					
22.	Finance, insurance, real estate					
23.	Other nonmanufacturing					
24.	AGRICULTURAL-TOTAL					
25.						
26.						
27.						
28.						

Exhibit B.

Studies of Claimants and Exhaustions in UI Planning

By **JUDSON E. BROWN,** *Employment Security Economic Specialist*
and **HENRY C. GAGNON,** *Assistant Employment Security Research Supervisor*
Department of Employment Security, Providence, R. I.

THE first step in the successful solution of any problem is a clear and complete statement of the problem itself. Applied to employment security questions, this axiom can be restated: It is impossible to plan a sensible program concerning a faceless group of ciphers, or a count of disembodied hands.

It may be a question of judging the adequacy of benefits, of estimating future costs, or of determining suitable measures of attachment to the labor force. Perhaps industry, labor, or other branches of Government need advice as to suitable methods of relieving either such severe unemployment as Rhode Island experienced in the spring and summer of 1949, or such shortages of available labor as confront a Nation grimly determined to produce huge quantities of the supplies and equipment required for military defense. Whenever such problems arise, the information available from routine statistical reports can seldom do more than point to the existence of the problem and outline its general area. For a clear understanding of any question concerning the labor force and unemployment it is rarely sufficient merely to know, for example, the total number of men and women who are unemployed, or registered for work, or currently filing claims for benefits.

Major problems of program planning call for more complete description of the individuals, and individual experiences and situations, which go to make up the statistical totals. Thus for some purposes it may be necessary to know such details as age, family status and number and kind of dependents, last full-time weekly wage, the amount as well as the nature of recent employment, the number of unemployed who have been forced to draw heavily on savings or go on the relief rolls, and the total extent of unemployment in a given spell, including that part continuing after exhaustion of benefits.

Since both the amount and kind of information needed to give a clear picture will vary considerably from time to time, and from one problem to another, it is rarely practical to include in a regular program of statistical reporting such a wide range of descriptive information. To supply the facts necessary for appraisal of special problems, then, special studies seem the most appropriate means.

Because an unusually comprehensive program survey was attempted in the recent "Report on Benefit Financing and Solvency of the Employment Security Fund in Rhode Island," and because special claimant studies were found indispensable for such analysis, it is believed that a brief review of Rhode Island experience in conducting such studies may be helpful to other States faced with similar tasks.

Claimant Characteristics.—The purpose for which a study of claimant characteristics is made will largely determine scope and complexity of the survey. It is sometimes necessary in administration of an unemployment compensation program to determine the effect on claimants and on the reserve fund of contemplated changes in benefit payment provisions of the law. One of the simpler effective methods found to arrive at this evaluation is a limited study of claimants with special reference to their base-year earnings.

This type of study can be made from such existing records of the agency as determination slips or tabulating cards. Use of direct interviews with claimants is unnecessary. Through use of a cross-classification of high-quarter and base-year earnings such a study will, within limits, permit measurement of effects both on over-all costs and on claimants of changes in eligibility requirements, benefit amounts, and duration provisions. When considering effects on claimants, it is always desirable to know the relative attachment to the labor market of those groups who will either obtain further protection or fail to qualify under proposed changes. From the number of quarters worked, or better, from total base-period wages converted to a multiple of the high quarter, regularity of employment and attachment to the labor market can be approximated. Furthermore, certain aspects of labor turn-over and mobility can be effectively analysed from the same data by classifying claimants according to the number of employers with whom wages were earned. Such a study may consequently have considerable value in itself, where problems of program planning or solvency arise. It serves even better when used as the foundation for more extensive studies of claimant characteristics.

Studies of solvency are largely meaningless except in relation to a benefit formula which is both adequate and properly fitted to the objectives of the program, and neither the adequacy nor the suitability of a benefit formula can be appraised without a thorough knowledge of those individuals who claim benefits. A study of claimant characteristics designed to provide this knowledge must be complete enough to furnish information with respect not only to earnings but also to dependency, family size, previous exper-

ience in collecting benefits of both the claimant and other members of his family, and estimates of other income and savings. It is also important to know to what extent individuals have been forced to turn to other programs such as relief, old-age assistance, etc. to supplement the income received from benefits paid them. The extent to which secondary workers exist in family units and the unemployment experience of these and the principal wage earner may be particularly significant in appraising either weekly benefit amount or eligibility for benefits. The industry in which employed, the occupation of the claimant, and previous experience with respect to referral and placement by the employment office supply means of further analysis of the extent to which either the benefit program or the employment service is actually meeting the needs of particular categories of workers.

Study Makes Use of Questionnaire

Such a study obviously cannot be made from existing records of the agency and must take the form of a questionnaire completed through an interview with the claimant. This raises the problem of accurate sampling, since it is seldom feasible to interview all claimants, and further raises the problem of drafting a questionnaire which will not only obtain all the necessary information but will record it in a form which will readily lend itself to either manual or machine analysis.

In the survey of claimant characteristics, conducted in Rhode Island in 1949, the sample chosen was 5 percent of the then active claim load, selected on the basis of the next to last digit of the social security number. This digit was the only one not used in the automatic scheduling of appointments, and would consequently provide the most even distribution of interviews in the course of a working day.

Five interviewers completed 1,570 questionnaires in a 2-week period, averaging about 12 minutes per interview. The first week all five worked in the Providence office, which normally carries 50 to 60 percent of the claim load for the State. The second week the same interviewers were distributed among the smaller offices. Where less than a full week was covered in any office, the proportion of claimants selected was increased to compensate, within the limits of the working time available. Claimants were routed to interviewers after payment vouchers had been completed, but before actual cash payment was made—the point in the payment procedure where delay would cause the least confusion (Rhode Island makes all ordinary employment security benefit payments in cash).

One of the most satisfactory aspects of these interviews was the cooperative attitude of all claimants questioned. Not a single claimant refused to answer questions, except that a very few balked at giving such personal details as amount of savings used or debt incurred as a result of unemployment. It is believed that this gratifying cooperation was due in large part to the brief introductory explanation given to each claimant interviewed. The gist of the explanation was: (1) That the purpose of the survey was to determine whether the employment security program was doing the job it was supposed to do; (2) that answers to the questionnaire would have no effect on any current claim for benefits; (3) that answers were confidential and would be used only as items in statistical totals; and (4) that the claimant did not have to answer any questions unless he chose.

It is not sufficient, however, to say that certain data need be obtained without further justification of discussion of their use. The information obtained from the survey of claimant characteristics was intended to aid in evaluation of three major elements in a benefit formula: eligibility for benefits, weekly benefit amount, and duration of benefits. With respect to eligibility, such data as duration of unemployment cross-classified by sex and family status, and also the extent and distribution of exhaustions of benefits in a prior benefit year, can cast further light on the results of analyses of base-period earnings. The same information is useful in evaluating duration provisions, especially when combined with the results of post-exhaustion studies, a subject which is considered further below. But the Rhode Island claimant survey of 1949 contributed most, perhaps, to a comprehensive analysis of requirements for an adequate benefit amount and of the probable costs of augmentations of the weekly benefit amount for dependents. The study showed that the claimant groups varied greatly in extent of family responsibilities, ranging all the way from those contributing only a very minor fraction of the family income to those solely responsible for the support of several dependents. Regardless of the specific formula used to determine weekly benefit amounts, it seems clear that the adequacy of weekly benefit amounts cannot be realistically appraised without taking such factors into consideration.

Another criterion used to determine whether or not the benefit formula was fulfilling its objective was the extent to which claimants were forced to exhaust savings or to turn to some form of direct relief. The data on these last two points did not seem as conclusive as had been hoped. It is not entirely certain whether this was due to the relative adequacy of benefits in Rhode Island, or to poorly phrased questions, or whether it merely indicated that these points would be more significant for a post-exhaustion survey. Although space does not permit a complete discussion of the use of such a study, the foregoing are some of the out-of-the-ordinary demands which can be fulfilled. It is important, however, to add that complete information with respect to claimants is also one of the more valuable tools in evaluating placement and referral policies and procedures.

The preceding discussion should make fairly obvious the applicability of such exhaustive studies to surveys of benefit solvency and benefit financing. There are, however, definite limits to the effectiveness of revisions of benefit formulae as a means of maintaining the solvency of an Employment Security Fund. These limits are set by minimum standards of adequacy, on one hand, and by the nature of the

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economy of the State, on the other. Nevertheless, within these limitations there may still be considerable areas in which improvement is possible. Only thorough knowledge of claimant characteristics, who is receiving benefits, how much, how long, and why, can provide an understanding of what those areas are.

The surveys outlined above present two extremes in claimant studies: first, a study of limited scope made entirely from existing records; second, a comprehensive study accomplished only through direct interview with the claimant. It is often necessary, however, to conduct surveys of claimants that are designed to answer single specific questions. These might be called special purpose studies. Thus when the economic pendulum in Rhode Island swung from an unemployment rate of over 20 percent in 1949 to a rate of approximately 5 percent in the third quarter of 1950, shortages of certain categories of workers became imminent. Consequently a special study was conducted at that time to evaluate that portion of the labor supply represented by unemployment compensation recipients. More complete information was needed as to the immediate referability of these people for work which was, or soon would be, in demand. The Rhode Island study was designed to obtain information with respect to age, marital status, industry, occupation, and reason for unemployment, such as temporary lay-off, seasonal lay-off, job-rotation, etc. The data were obtained through an interview with the claimant at the time of payment and recorded on a line-entry sheet. All claimants paid were surveyed during the study week. The result indicated that whereas 4,623 individuals were paid, only a limited number could be considered available for existing openings. Such material lends itself to quick analysis and is comparatively easy to obtain. The value of such data is obvious at a time when labor demands are increasing and labor supply is rapidly dwindling.

Post-Exhaustion Studies.—The problem of studying claimants who have exhausted all benefit credits is one which deals with individuals with whom, in most cases, the agency has lost contact. The question of how best to contact these individuals and obtain the desired information is the first and probably one of the most important problems to be solved in such a study. It has been found in Rhode Island by experience that the mailing of a questionnaire is not effective, since response is relatively small. Further, the use of the data obtained from those who do respond is seriously limited, since it is not representative of all exhaustees. Rhode Island tried one other method—one which appears to provide much more satisfactory results. This consisted of call-ins, followed up by home interviews.

A sample of former claimants was drawn from the records of exhaustees in all local offices, with care being exercised to insure the lapse of sufficient time after exhausting benefits to permit adequate post-exhaustion experience. Letters were then mailed to these claimants, requesting them to report to the nearest local office for interview. The letter was so drafted as to convey to the individual that the purpose of the interview was to obtain information for use in evaluating the program and was to have no effect on past or future benefits. Upon reporting, each former claimant, with the aid of an interviewer, completed a questionnaire designed to obtain information with respect to employment, unemployment, family status, dependency, age, sex, labor market status, etc. Of those to whom requests were sent, 47.4 percent reported to the office during the week set aside for such interviews.

While the response was up to expectations, it was obvious that the group who had appeared for interviews were chiefly representative of a single category: those individuals still unemployed and seeking work. During the next 2 weeks, interviewers called at the homes of those who had not reported. They found a large number of these latter individuals either employed, or unemployed and not seeking work. As a result of the interviewing process, completed questionnaires were received in 85 percent of the cases. The remaining 15 percent could not be contacted by reason of having moved, died, or left the State. An analysis of those not contacted indicated similarities with the contacted group with respect to those characteristics that could be compared from existing records.

Survey Took Three Weeks

It may be of interest to note briefly some of the practical details of Rhode Island experience in conducting this study. The actual survey extended over a 3-week period, with the first week devoted to interviewing in the local offices those exhaustees who responded to the call-in letters, and the next 2 weeks to following up the remainder of the sample (52.6 percent) through home interviews. Prior to the first week, that part of the questionnaires which could be so handled was completed from local office records, including such data as identification, occupational code, sex, and benefit experience to date of exhaustion. An average time of about 10 minutes was needed for completing each questionnaire by interviewing exhaustees in the local offices. This interviewing was done by regular personnel, after briefing by the training unit. Because many of those to be interviewed would have returned to work, the local offices were kept open with a skeleton staff until 8 p. m. during the first week for the convenience of such individuals.

A special group of home interviewers was recruited and trained for the latter part of the survey. It was found that home interviews could be handled at a rate of from about 6 to 15 per interviewer each 8-hour day, with the average only slightly over 7 per day because of the frequent necessity for repeat calls to locate absent persons, and because of attempts to trace persons who had moved. Since evening was often the best time to find people at home, the home interviewers worked from 11 a. m. to 9 p. m.

One of the far-reaching implications of the post-exhaustion study is the indication that continuing analyses of exhaustees are desirable for proper program evaluation. Such studies also lay the ground work for increased cooperation between employment

security agencies and social welfare departments administering programs of general public assistance. Adjustment factors useful in estimating unemployment in an area may be a valuable byproduct. In the absence of continuing analyses of this kind, periodic surveys seem essential for testing the practical efficacy of both the benefit-payment and job-placement programs.

The amount and extent of post-exhaustion unemployment and the degree of nonprotection after exhaustion, as measured from the date of exhaustion to the end of the benefit year, are significant in themselves. However, it is only when the results are combined with analysis of the family status of the individual and of the individual's expressed desire for employment, especially as manifested by use of the employment service after exhaustion of benefits, that the full meaning of post-exhaustion unemployment is revealed. The term "weeks of nonprotection" applied to secondary workers who have never contributed more than a small fraction of the family income, and who show themselves little interested in obtaining work after exhaustion of benefits, has very little meaning; whereas such nonprotection for the financial head of a family may have consequences which are both tragic to the individuals concerned and expensive to the community. The extent to which exhaustees have been forced to turn to relief is another measure of the relative importance of nonprotection in individual cases. The same data also have obvious implications with reference to actual availability for work of the unemployed portion of the labor force.

In the "Report on Benefit Financing and Solvency of the Employment Security Fund" the primary concern was, of course, the evident necessity of finding the best means of balancing income and outgo to protect a dwindling reserve. Determination of cost factors, however, not only pointed out areas of possible savings but also indicated possible ways of improving the benefit formula with little or no increase in total benefit outlay. It was found that each type of study of claimant characteristics or experience not only gave information which was useful in itself, but also provided a sort of extra dividend by casting new light on information already at hand. Consequently, it is felt that the comprehensive character of the Rhode Island studies already completed will both facilitate any new studies which may subsequently be required and provide a background which will materially heighten the significance of their results.

Let's Play Turnabout

JUST SUPPOSE:

You lost your job; your wife just had a baby; and the two older children really need some new shoes.

The rent will be due in 2 weeks and the other bills are piling up.

You know you will need money—and soon. There seems to be no other answer—you just need some.

So you go to the Employment Security Office, seeking some of that security.

You meet an office full of people, you get a funny feeling in the pit of your stomach.

The pleasant smile from the receptionist helps some, you think maybe something can be done to ease your situation.

You wait—after all, the others were there ahead of you—but the tension inside begins to mount.

Finally you get to a desk.

There are a dozen questions you would like to ask—you want assurance that something can be done—soon—now.

Yea, the guy was fair enough but he sort of rushed along filling out forms and was sorta abrupt about saying "no jobs available now, we'll let you know if anything turns up. Take a seat over there if you want to file a claim for unemployment benefits."

You take a little card—hopefully, it might be the means of help—but your feet feel heavy—you sit down, wait, and blink away the smart in your eyes.

Dammit all, what's wrong? You haven't asked much of anyone. You've worked for years, giving the wife and kids what they needed and a bit of fun now and then. All you want is to continue doing just that—no favors, just a job or a little help until you find a job yourself, or the plant gets busy.

Again it's your turn—another desk—another person—another form—another series of questions.

The form is handed you with the casual remark "Report back at the counter over there in 2 weeks."

As you start to get up, you hopefully ask "When can I expect a check?"

You then realize that there will be no ready money for at least 3 weeks—"if there are no irregularities."

You guess everybody was all right—they probably did all they could—but—damn the luck!

Just suppose, you State employee, who figures so close that you have just enough lunch money left for the day the checks are due:

What would you do, how would you feel, if the bottom dropped out?

When the next excited or unreasonable person contacts you, just imagine it is you—and treat him accordingly, in person, on the phone, or in a letter.

"Do unto others as you would have them do unto you" has a big place in our offices.

CHARLES H. MCCRAY, *Disability Determination Section, New Jersey Division of Employment Security*

Staff conference considering scheduling in relation to expected workload changes. Left to right: Palmer K. StClair, assistant manager and supervisor of Applicant Service Division; P. Anderson Jordan, Jr., manager; Arthur S. Grove, supervisor, Employer Service Division; and William T. Fuqua, senior deputy in charge of the Claims Division.

That Extra Needed Time . . .

Full Utilization of Staff Through Scheduling Workloads

By P. ANDERSON JORDAN, JR.

Manager, Virginia State Employment Service, Roanoke, Va.

How to find sufficient staff time to perform the various services which are being increasingly demanded by job seekers, employers and local civic groups is a problem that has to be solved by many managers. To obtain maximum use of the time of staff members—which we have found necessary before staff additions will be authorized—some managers have turned to workload scheduling, a principle long accepted as sound by successful managers of manufacturing plants and many types of business establishments.

That workload scheduling will increase production of units-of-work per employee per day is reason enough to cause any manager to seriously study its application to his problems. When all factors have been considered, it is very unlikely that he will delay its introduction in his office.

For maximum results from workload scheduling two important things must be done. First, a sufficient number of interviewers and clerical employees must be as well trained in matters pertaining to unemploy ment insurance claims as in the various phases employment service activity. Second, managemen must promptly transfer staff from one unit of th office to another as dictated by workload trend arising from changing economic and employmen conditions.

Weekly continued reporting on UC claims is th easiest workload item to schedule. For 12 years it ha been practiced in our office and many methods hav been tried. The current and most successful one i based upon the last four digits of the claimant social security account number. It equally di tributes the reporting workload between days of th week, periods of the day, and lines. The tab shown below, prepared for 2 reporting lines, 5 days week and 20 intervals daily, is used for a claim load 1,000 to 1,200 weekly reportings. Under this pla no more than 14 claimants should be in the office any one time.

To Determine Reporting LINE

If second digit is:	0, 1, 2, 3 or 4	5, 6, 7, 8, or 9
Line will be:	1	2

To Determine Reporting DAY

If first digit is:	0 or 1	2 or 3	4 or 5	6 or 7	8 or 9
The day will be:	Mon.	Tues.	Wed.	Thurs.	Fri.

To Determine Reporting TIME

If next to last digit is: 0, 1, 2, 3, or 4 *and* Last digit is:	0	1	2	3	4	5	6	7	8	9
Time will be:	8:30	8:45	9	9:15	9:30	9:45	10	10:15	10:30	10:45
If next to last digit is: 5, 6, 7, 8, or 9 *and* Last digit is:	0	1	2	3	4	5	6	7	8	9
Time will be:	11	11:15	11:30	1:30	1:45	2	2:15	2:30	2:45	3

While it uses the last 4 digits, the table can be as easily computed by using only the last 2 digits. Using 1 digit to determine reporting line allows for expansion from 1 to 2, 5 or 10 lines. By using 2 digits for this purpose, expansion or contraction to any probable number of lines can be quickly effected, without affecting previous line assignments to the majority of claimants. Likewise, the number of reporting intervals can be increased or decreased by various other combinations of 2 digits. Before installing a scheduled system, unit time factors should be ascertained for the workload to be scheduled. The total probable maximum and minimum workload should be determined. The workload for one employee is determined by dividing the time to be devoted to this work during the day by the unit time. The number of employees assigned to the function is determined by dividing the workload for one employee into the total workload. This principle applies whether scheduling continued reporting on UI claims or any other workload item.

Filing new and renewal applications is another point where workload scheduling has proved very effective. It is assumed that almost all offices today are using the self-application process. Regardless of whether this is applied through monitored self-applications, or take-home self-applications the necessary following interview can be on a scheduled basis. Our practice has been to schedule interviews during the first hour of the morning when walk-in traffic is light and during the afternoon periods. Therefore, the periods scheduled vary according to the normal trend of applications for each day of the week.

When the applicant has completed the monitored self-application, if an interviewer is available for the interview, the whole process is carried to completion at that visit. However, when an interviewer is not available, an appointment is made for the earliest open time later that day or first thing the next morning. Where take-home self-application has to be resorted to, an appointment is arranged for an interview at the time the applicant is given the application card and necessary instructions for its preparation. A simple explanation to the applicant of the desirability of completing his application at a later appointment, at which time he will not have to wait unduly, quickly gains his cooperation to the scheduling plan.

The Employer Service Division finds that it, too can use scheduling of workloads to good advantage. Our plan of organization provides for assignment of accounts to interviewers on an industrial classification basis. The interviewer is responsible for making employer visits, receiving orders, selection and referral of applicants, verifying results, and performing or arranging for the performance of all services needed by the employers assigned to him. Two interviewers with somewhat similar industrial groupings of accounts are put together as a team. The other team member performs the must activities of his partner during the absence of the interviewer responsible for the given account. With such an organizational plan, designed to promote closest possible relationships between a specified staff member and the employer, on a continuing basis, workload scheduling is absolutely essential.

Scheduled Call-Ins Steady Traffic

It starts with the interviewer scheduling his employer visiting, and making a definite appointment with the employer, at least 2 days prior to the visit. Since the time that the interviewer expects to be out of the office is known 2 days in advance, applicants called in by telephone or mail are instructed to report during the time the interviewer will be in the office. Since no more than one-half of the interviewers will be out of the office at the same time, such scheduling of call-ins produces a rather steady flow of this traffic.

Counseling and testing are two other workload items that benefit from scheduling but need not be discussed here since almost every office schedules these activities.

From the foregoing, it may appear that full utilization of staff through scheduling workloads is really nothing more than the old speedup, so strenuously opposed by labor in many manufacturing plants, as being a move to force employees to work harder. That is not how it worked out in our office. It does increase the number of units-of-work done by an employee, yet, at the same time, it improves the quality of the work performed. This follows because even distribution of workload eliminates tension and nervous strain on the interviewer. He rightly feels

that he can take all the time necessary to fully consider and dispose of the case before him without making the next applicant wait unduly. It encourages a more professional approach to the applicant's problems, to clear thinking, to better and more frequent use of appropriate ES tools, and to a higher ratio of applicants placed. The end product is greater satisfaction derived by both applicant and employer, reflected in increased stability of employment.

Our staff likes workload scheduling. Regardless of suspicions and adverse opinions that may have been present when it was first introduced, all agree that they do not wish to return to the former condition of haphazard workload. Many times, staff members have said that since their workloads have been scheduled, tension and nervous strain has almost disappeared and they are fresher at the end of the day's work than they had been under previously existing conditions.

So far we have only considered the direct advantages of maximum use of staff which the local office derives from workload scheduling. There is another and perhaps equally important reason for the use of this arrangement. It improves public relations.

When sickness forces a visit to the doctor's office, finding a large number of persons waiting to see the doctor is as likely to make the patient believe that sickness is more than ordinarily prevalent as to convince him of the doctor's popularity. And, if the interview with the doctor seems to be slightly hurried, confidence in his skill is decreased. When, as is inevitable in many cases, recovery does not promptly follow, all confidence is lost and the patient seeks a new doctor.

This cycle of events has its counterpart in the employment office that fails to schedule workloads. The applicant who visits the office at times of peak loads of work senses that the office staff is straining to dispose of work as rapidly as possible and, he is likely to feel that because of this, his problems may not be as fully considered as he thinks necessary. Because he sees large numbers of job seekers in the office at the time he is there, he thinks such conditions must exist throughout all of each day in the week. His picture of the employment situation is much darker than facts justify. Frequently, this causes him to develop a defeatist attitude which works against securing employment when the office refers him to suitable openings. In many cases it causes him to cease independent job seeking activities.

The employer coming in to place a job order, or to secure any other ES service, who must fight his way through a crowd of applicants blocking sidewalks and inside waiting space, certainly has a right to feel that there should be no difficulty getting the workers he needs. As a result, he is likely to make more stringent employment specifications, and to lower the pay offered. From his observations he is entitled to conclude that the employment situation may be somewhat worse than indicated by information released by the local office through newsletters and newspapers.

When workload scheduling distributes the former concentration of job seekers evenly throughout all of each day and all of each week, both the job seeker and the employer form quite a different picture about the labor market and business trends. It is easier for the employment office to effectively assist the job seeker, and it is easier to secure employer action and employment specifications on job orders, which are realistically related to existing conditions. As a result, applicants are likely to be in a better frame of mind when approaching employers and to sell their qualifications more effectively. Employers, likewise, are more inclined to accept applicants referred to them by the employment office. This is the ultimate aim of a good public relations program. Much of it will come as a byproduct of full utilization of staff through scheduling workloads.

Who Are the Insured Unemployed?

(Continued from page 14)

for one day, roughly 20 percent of the persons visiting the local offices in the sample week each month for all benefit claimants, and to ascertain industry of last employment, age, and sex. Local offices were instructed to either obtain the information on the certification line by questioning the applicant and tallying his responses, or to have the applicant fill out a form which would give the information and which later could be coded and transposed to a summary sheet.

On the basis of a study in November 1949 in three offices in the State, it was found that applicant-recorded data yields accurate results provided the responses are coded properly by local office personnel. A training program in all New York City claims offices was conducted on industrial coding. In a revision of the procedure it is suggested that this method be used universally.

The method now used in obtaining the desired information is far superior to an attempt to obtain similar data through the use of the Employment Service active file. Among the major reasons for this superiority are varying validity periods of the active file in local offices throughout the State and the lack of a complete active file in New York City. In addition the Employment Service active file card is very often not in sufficiently good condition to provide the data required. Information gathered from persons actually claiming benefits, and therefore unemployed according to the law, is better than information obtained from a file which may not be currently "purged."

In the past the inventory device for obtaining information on the insured or registered unemployed has been used for a variety of purposes. Inventories must be taken with some continuity over a period of time if results are to be most useful. State agencies can wisely consider the value of systematic procedures in this work if results are to be of greatest value for administration, and if emerging public relations problems are to be met with readily marshaled facts.

U. S. Army photo

Col. Peter C. Bullard, commanding officer of Camp McCoy, is more than grateful for the cooperation shown by WSES personnel. He is shown shaking hands with Norman E. Schulze, manager of the La Crosse office, WSES. Flanking them are: left, Joseph L. Doyle, camp-based interviewer for WSES, and Edward C. Pelshaw, personnel officer at Camp McCoy.

Special Recruitment for a Military Installation

By NORMAN E. SCHULZE

Manager, La Crosse Office, Wisconsin State Employment Service

IT WAS a prebreakfast telephone call to an itinerant interviewer of the La Crosse office of the Wisconsin State Employment Service that started this special recruitment assignment. It was an important call because it meant the reactivation of Camp McCoy—the State's historic and largest military installation. The call was from the civilian personnel officer to place an order with the La Crosse WSES for 150 mess attendants to replace military personnel. What's more, the order called for these mess attendants to start work the following morning at 5 o'clock.

The call sent an itinerant interviewer over the 35 miles from La Crosse, the district-office city, to the camp, which is located midway between Sparta and Tomah, about 10 miles distant from each town, each with a population of about 5,000. With the interviewer went applications from unskilled workers, segregated by counties, which would simplify the task of selecting qualified workers who resided in the immediate area of the camp. A private office and telephone awaited the ES man when he arrived.

The plan of action developed this way: To expedite the work, it was decided to recruit 50 attendants from the city of La Crosse and 100 from the McCoy area. The camp-based interviewer started recruitment in that area by telephone. At the same time, back at the local office, spot announcements were used to turn up applicants. Both ES units, working

U. S. Army photos

Washing trays in the huge 5011th Army Service Unit consolidated mess. There are more than 1,000 civilians employed at Camp McCoy.

These employees in the post engineers office were placed by the WSES.

Busy in the surgery workroom at the Camp McCoy Post Hospital-

simultaneously, but miles apart, filled their quotas from among the seasonal job registrants and the regular application files. Since no public transportation existed at the time between La Crosse and Camp McCoy, the camp personnel officer arranged to have a chartered bus carry the La Crosse recruits.

The initial order for the 150 attendants was just the beginning. About 2 weeks later, and subsequent to the Korean crisis, it was learned that McCoy had to prepare for near-capacity operation by the first of the year. Col. Peter C. Bullard, the camp commander, immediately called a conference to discuss plans for manning the camp. Officers of the camp, the director of civilian personnel, the manager of the local Employment Service office, and the ES itinerant representative were present. It was disclosed that the camp was based on a planned capacity of 27,000 military personnel, requiring approximately 1,800 Civil Service employees, of which about one-third would be women, and an additional 500 in post exchanges and 225 classified as "Purchase and Hire." Workers were also needed for miscellaneous concessions: 100 barbers, 35 in the dry-cleaning concessions—for a total of almost 2,700 civilian employees.

Camp Civil Service personnel requirements included such occupations as: stenographers, payroll clerks, accountants, engineers, pharmacists, nurses, medical technicians, mechanics, locomotive engineers, carpenters, plumbers, painters, steam fitters, telephone operators, linemen, laundry superintendent, building and grounds and warehouse laborers, truck drivers, sewage plant operators, electricians, optometrists, etc. It was proposed to operate 10 to 12 post exchanges requiring managers, sales clerks, counter clerks, chefs, porters, cooks, warehouse workers, and others. The "Purchase and Hire" group called for union men in skilled and unskilled building trades to rehabilitate barracks, mess halls, laundry, etc., prior to their being utilized by troops.

Another problem was how to coordinate the efforts of all the agencies concerned in the recruitment of workers. If each agency—Employment Service, Civil Service, and Post Exchange—were to operate independently of the others, the results in toto would be confusing.

Limited because of their policy to confine recruitment to a radius of 45 to 50 miles from a military reservation, Civil Service and War Department registers covering the Camp McCoy area were inadequate to supply the needs. Since an assignment of such proportion would be very difficult to administer effectively from the district office in La Crosse, a full-time interviewer was assigned to the camp for this task. The man selected had previously worked with camp officials. Meeting with the personnel officer, a list of the various occupations and openings along with the wage schedule resulted. The most urgent openings were given priority; and the local ES office, as well as the itinerant, reviewed the application files for qualified applicants. Copies of camp openings were given to itinerant interviewers who made referrals

from the outlying areas. Whenever the applicant was personally contacted, appropriate civil-service application forms were given him.

When it became apparent that ES files, both active and inactive, could not produce sufficient applicants, radio and newspaper publicity was used. Before any publicity was released, however, all material was cleared with the Post Public Information Office and the Employment Service.

The itinerant representative was kept informed of new openings and was immediately notified when positions were filled. He, in turn, kept in close touch with the district office, thereby eliminating unnecessary referrals and applicant trips to the camp. In those cases where qualified applicants could not be found in the ES files, or through publicity, orders were placed in clearance.

At the outset, the Post Exchange did only a limited amount of hiring, but a large number of applicants were applying there, seeking employment. For those workers who were not immediately hired by this department, the Employment Service devised an introduction card which the Post Exchange gave the applicant, referring him to the local Employment Service office. This card listed the address of the district office and ES itinerant points. When this card was presented, if the applicant was already registered, his card was renewed; if not registered, a registration was taken with proper notation of his interest in the Post Exchange. When the Post Exchange was ready to hire, such applicants were referred according to their qualifications.

The civilian personnel department also uses the WSES introduction card when it receives applications from workers who do not meet their requirements, but who might find employment with other employers.

By having an interviewer stationed at the camp, it is possible for the ES to know in advance which employees accept work at the camp and which employers they have left. In this manner, the WSES is in a position to solicit openings from these employers and assist them in finding replacements.

Applicants who always seem to be available, but pose a placement problem, are the wives of service men. They follow their husbands in order to be near them as long as possible, and will leave their employment as soon as their husbands leave camp. More complicating is the fact that these service-wives prefer not working on week ends when the husband is off duty. However, many service-wives have been placed in temporary positions.

Sound public-relations techniques have been essential in ES dealings with the War Department and private employers within the camp limits. Telephone calls and personal visits were made daily by the ES representative who was ever alert to promote services rendered by the WSES.

Industry services have been provided the camp, particularly wage and shortage occupation informa-

U. S. Army photo

Doing altering and mending in the Camp McCoy clothing and equipment repair shop.

Checking the operation of the huge washing machines in the Camp McCoy laundry.

The pressing section of the Camp McCoy laundry, which employs about 100 local people in its various operations.

tion applying to cities within a radius of 50 miles surrounding the installation. These surveys, in addition to job analysis and labor market data, have been used by the United States Civil Service in determining wage schedules for like occupations found in the camp.

It was only natural that, in some instances, employers in the area, whose employees elected to accept work at the camp, resented the camp for aparent labor pirating. In these cases, the WSES attempted to explain the hiring procedure of the camp and the necessity of staffing the camp because of the national emergency. In nearly all cases this explanation seemed to satisfy the employer and reestablish good relations.

The experience gained in this special recruitment for Camp McCoy has been more than satisfactory, largely due to the wholehearted cooperation and understanding between all government agencies participating. The WSES has made approximately 1,660 placements to date.

The WSES is continuing its recruitment for Camp McCoy. There is every indication that the WSES has sold its services to civilian and military officials. Both administrative groups give sincere credit to the La Crosse district ES office for its success in recruiting and referring applicants having previous war-emergency skills and experience.

The story of this special recruitment program is the story of close cooperation between the agencies concerned. To adequately meet the worker requirements for Camp McCoy, Wis., the Army, Civil Service, Employment Service, and Civilian Personnel Office worked almost as a single unit—in close harmony and with complete understanding of each other's functions, problems, and objectives.

The Challenge of a Tight Labor Market . . .

Cleveland Employment Service Mobilizes Manpower

By EMDEN C. SCHULZE

Labor Market Analyst, Cleveland Offices
Ohio Bureau of Unemployment Compensation

THE Cleveland offices of the Ohio State Employment Service are facing a serious community challenge: *to provide adequate manpower to Cleveland employers in the tightest labor market since World War II.*

More Clevelanders are working . . . and for longer hours and higher wages—than at any time since 1948. Industrial production is approaching a postwar high, particularly in steel, automobiles, machinery, and construction. Unemployment is low.

Emden C. Schulze.

When the Korean conflict broke out in June 1950, there was little slack in the Cleveland economy. Thus, a wartime mobilization program in 1950 must be built upon a booming civilian economy—in striking contrast to the situation in December 1940.

With civilian and war goods production shifting into high gear, simultaneously with rapid expansion in the military forces, the Cleveland Employment Service offices have attempted to evaluate and plan for the effective use of manpower resources. We believe that a good recruitment program requires the cooperative action of all employment interviewers, counselors, minority groups representative, publicist, labor market analyst, VER, clearance officer, and employer service representatives, as well as close coordination between the Unemployment Compensation Division and the Employment Service.

Help Employers To Help Themselves

How can the Employment Service help employers to help themselves?

We are advising employers through our labor market information and public relations program that the labor market is tight . . . and probably will

grow tighter. In effect, we are telling employers in the newspapers, by direct mail, and over the radio: "Don't expect to meet your manpower needs today or tomorrow in the same way you did when the 1940 defense preparations got under way."

The situation in 1950 is different from that in 1940. And here are some of the reasons:

The Cleveland population is growing older. More people 55 years and older are living in the Cleveland community. With a declining birth rate during the depression years, relatively few youngsters in the 14–19 and 19–26 age groups entered the labor market during the past decade. And paradoxically, with a high-birth rate during World War II, more women are tied up caring for children, which reduces the potential number of women available for work.

In 1940, there were around 100,000 unemployed workers in the Cleveland labor market area. NOW the figure stands at 22,000. Prior to World War II, many young people were jobless. TODAY industry must find replacements for young people called up for military service by the Reserves, National Guard, or Selective Service.

There is a general shortage of skilled and semi-skilled men to work as machinists, tool makers, molders, welders, carpenters, bricklayers, and operators of lathes, shapers, planers, grinders, drill-presses, forging-presses, and milling, boring-mill, and die-casting machines. It is becoming more difficult to find engineers, hospital nurses, and draftsmen. And . . . women are needed to fill jobs as typists and stenographers.

The theme of our quarterly "Applicants Available" bulletin, mailed to more than 5,000 employers, is emphasizing that "A Good Man Is Hard to Find." Our monthly Cleveland "Labor Market Information" release is warning employers: "The labor surplus, already small, will disappear rapidly if Uncle Sam requires full-scale mobilization of men and industry."

Disseminate Job Information

We are also disseminating job information through the Cleveland Chamber of Commerce, Associated Industries, and other employer groups. Members of the local Advisory Committee are assisting the Employment Service in discussing the utilization of manpower with member organizations, such as the Industrial Relations Association, Cleveland Personnel Association, Retail Personnel Group, Northern Ohio Restaurant Association, AF of L, Cleveland Federation of Labor, CIO, Cleveland Industrial Union Council, Occupational Planning Committee, Urban League, City of Cleveland, Western Reserve University, Industrial Department of the YMCA, and the Greater Cleveland Veterans Council.

Can Cleveland employers meet the challenge of labor shortages?

In World War II, the solutions were training, job breakdown, and upgrading. It makes good sense for our Employer Service Representative to advise employers in field contacts:

"The time to train men and women is TODAY not tomorrow. Upgrade workers into foremen and supervisors in order to utilize and conserve manpower. Skilled workers should concentrate on skilled tasks—breaking down their jobs, for the less skilled to handle routine tasks."

Relax Hiring Requirements

The VER, Minority Groups representative, placement interviewers, and order-takers are suggesting to employers:

"Utilize all sources of labor, relaxing frivolous hiring requirements based on prejudice which now bar from jobs many qualified Negroes, women, older workers, handicapped, and persons of foreign-born or foreign-sounding names. Eliminate manpower wastes: hoarding, absenteeism, turnover, pirating, and job-jumping. Evaluate your manpower requirements before you place a job order with the Employment Service. Is the number of workers requested reasonable? Are the skills required realistic? Don't advertise to stimulate 'job-hopping.' Don't hire more workers than you can use within a reasonable period of time."

The Cleveland office of the Ohio State Employment Service offers an effective employment exchange. It provides a central clearing house in the local labor market—it brings the worker and employer together.

Locally, we are asking employers to list their job openings with the Employment Service—and asking unemployed workers to register for work with the Employment Service. If employers have been unable to recruit sufficient workers through their own employment offices, we are offering desk space at the Employment Service.

Approximately 10 different employers utilize desk space to recruit workers at the Industrial Office and Commercial and Professional Office each day of the month. By using local office desk space, it is possible for Cleveland employers to do highly selective hiring and recruit workers immediately without waiting for the Employment Service to refer job applicants to their company employment offices.

Giving Personalized Attention

We believe that effective recruitment requires close cooperation between the Unemployment Compensation Division and the Employment Service. We have established a "Special Placement Section" to interview, reinterview, and "expose" all unemployment compensation claimants to jobs. Our placement interviewers are attempting to give personalized attention to each individual. We are bringing all application cards up to date. We are looking for "hidden talent." And—most important—we are recruiting workers to fill the job needs of Cleveland employers.

There is a shortage of experienced workers available through the local Employment Service. It requires no magical formula for Employment Service personnel

to understand that many skilled workers can find jobs simply by reading the "Help Wanted" advertisements in the newspapers.

We have discovered that many skilled workers who visit the Employment Service will not wait to be interviewed, if the waiting time period to the interview is too long. Formerly, our Industrial Office interviewed all types of men factory workers in one over-all department.

To reduce the number of qualified workers who might walk out of the office, the Placement Division has set up two separate departments: a "Skilled Department" and an "Unskilled and Semiskilled Department." With many job orders for skilled workers listed with the Cleveland offices, the new "Skilled Department" has helped to speed up our placement operations in providing better service to workers and employers.

The active application file is our "Number One" source of qualified workers. When there is a surplus of job openings in relation to jobseekers in shortage occupations, our employment interviewers are contacting job applicants by telephone or mailing call-in cards to all active file applicants possessing required or related skills. For example, in order to recruit typists and stenographers, the Commercial and Professional Office recently screened every application card in the active file and mailed mass call-in cards to all job applicants possessing typing or stenographic ability, regardless of the primary occupational code listed on the application cards.

In addition, the Employment Service is contacting every job applicant in a shortage occupation previously registered with the Employment Service for possible referral to job openings. These methods of recruitment have proved successful in attracting a relatively large number of jobseekers for referral reinterviews and job placements.

Employers Refer Workers to ES

When employers cannot hire gate applicants or are permanently laying off workers, members of the Employer Service Division are asking local employment managers to send these jobseekers to the Employment Service. We have provided cooperative employers with "Employer's Introduction Cards" to be handed to prospective employees. In part, these cards read: "Gentlemen—This will introduce Mr. ..... who will appreciate your help in obtaining employment." We appreciate the cooperation of all employers who refer workers to us. Our placement interviewers have been instructed to give prompt attention to all workers reporting to the Employment Service with an introduction card. We think our introduction cards minimize hit-and-miss job hunting for the worker. This method of recruitment is also an excellent source of new workers for the Employment Service.

Unfilled jobs in the Cleveland community represent news for employers, workers, and the general public. With the cooperation of 3 daily newspapers, 25 foreign-language and neighborhood newspapers, and 12 radio and television stations, the Cleveland offices are publicizing job opportunities available through the Employment Service.

We have tentatively arranged to set up window displays in the downtown areas to recruit workers in shortage occupations. Our monthly "Labor Market Information" bulletin is mailed to nearly 3,000 key persons in the Cleveland area. Classified advertising has helped us to attract qualified jobseekers to the Employment Service. And . . . members of our local Speaker's Bureau have plugged the message that "We have jobs to fill" in speaking engagements before labor unions, civic, veterans, religious, fraternal, and other organizations.

"Don't Chase Rumors"

The resources of the Cleveland offices and all other offices within the State are available to local employers and workers. When demand for workers cannot be met locally, the Employment Service actively recruits workers outside the community. But . . . we are cautioning employers: "Don't recruit workers outside the Cleveland area until the local labor supply is exhausted," And . . . we are distributing "Don't Chase Rumors" posters advising workers: "Investigate employment at the local Employment Service before you look for employment elsewhere in the USA."

Where do we go from here?

Peak manpower and production mobilization might be needed tomorrow, in 2 years or in 4—or not at all. In any case, the present-day experience of the Cleveland Employment Service offices in recruiting workers has demonstrated that Cleveland industry can produce the manpower to contribute to an all-out production effort, if management, labor, and government work together consistently and intelligently.

The main thing is to get the job done!

What Happens to the Jobless?

(Continued from page 10)

ployment insurance and were still without work. But their dramatic response gave us an insight into their lives and thoughts.

In making personal visits during this postexhaustion study, I did not find a single individual who was uncooperative, rude, indifferent or resentful. Each family invited me in, told me the problems confronting them, expressed gratitude for the unemployment insurance program because it helped in time of need and asked me questions about employment and wondered if things were going to pick up around this area.

After contacting all these people who have drawn unemployment insurance, I sincerely believe that the Unemployment Compensation program is one of the *best things* in existence today, and I certainly know now that the people who drew unemployment insurance were really helped by it.

U. S. GOVERNMENT PRINTING OFFICE: 1951

Record Placements

All previous records for numbers of job placements by State Employment Services made in a single month were broken in October. Placements made by the public employment service in that month totaled 2,200,000.

Robert C. Goodwin reported to the Secretary of Labor that the volume of job placements in October 1950 was 28 percent greater than in September and approximately one-fourth greater than in October 1949. This volume exceeded the previous high of nearly 2,000,000 placements in September 1949.

* * *

More handicapped workers were placed in jobs in October than in any previous peacetime month in the history of the public employment service. Job placements of handicapped workers by local offices of the State employment services totaled 32,544 as contrasted with an aggregate of 21,171 for the corresponding month a year ago.

The primary factors responsible for this increase were the observance of National Employ the Physically Handicapped Week and strong demands for workers for civilian and defense production.

"All Federal, State and private agencies and organizations which cooperated in this year's NEPH Week program are to be commended on the excellent results achieved in placements of handicapped workers," Mr. Goodwin said. "State-wide and local community committees in virtually every State cooperated with the President's NEPH Week committees and the State employment services and the Veterans Employment Service in promoting jobs for the handicapped.

"Governors' and mayors' committees, veterans' organizations, civic, women's, religious, medical, fraternal, professional, management, labor, and private organizations, newspapers, the radio and television all contributed substantially to greater public and employer understanding of the job problem of our physically handicapped citizens."

Five Million on Public Assistance

According to a release by the Research Council for Economic Security, Chicago, more than 5 million people now are receiving over $2 billion a year in assistance from public funds.

In the emphasis on pension plans, the extension of Old-Age and Survivors Insurance, and the proposed health insurance and disability compensation provisions, little attention has been paid to the assistance programs in a time of prosperity. Enacted during the depression, these provided relief payments to certain specialized groups—the aged, dependent children, and the blind. They were supplemented by the direct relief programs of the States and local communities.

As business conditions improved, and as benefits became available under other social security programs, it was expected that there would be less need for relief or public assistance measures. In 1936, there were 1,106,000 persons who received $155 million under Old-Age Assistance. But today almost three times as many are receiving assistance under this program, and the national bill has increased to $1.4 billion. The aid to dependent children program began with 162,000 families, representing 404,000 children, and with an annual cost of $49 million. In 1949, 600,000 families with more than 1,500,000 children were paid almost a half billion dollars. There still are over a half million cases on State and local relief rolls.

Increased employment under the current defense program may temporarily reduce some of the demands for public assistance. However, the Research Council analysis of the possible future developments under the existing programs indicates a continuing rise in the total cost and extent of emergency relief. "The only effective alternative," said Gerhard Hirschfeld, Director of the Council, "is the development of programs designed at least to decrease—if it is not possible to eliminate—the necessity of such relief."

The Research Council for Economic Security is a privately financed research and educational organization devoted exclusively to the study of problems in the field of social and economic security. During the last 5 years it has published over 80 studies on various aspects of social security, which are used by industry, labor, universities, libraries, and community groups throughout the country.

In This Issue

THE veterans of our Nation represent a valuable source of manpower for the defense effort says Perry Faulkner, Chief, Veterans Employment Service. How these veterans may be employed with the best results for all concerned is told on p.3.

ELGERT WOOD of the Alabama State Employment Service tells how the Gadsden local office promoted employer cooperation and good will by recommending employers for American Legion certificates for outstanding service to veterans. p. 6.

FOLLOWING World War II, a thousand veterans returned to their former positions with The Chesapeake & Potomac Telephone Co. To help each returning veteran find his proper place with it, the Company established a comprehensive program designed to facilitate his reappraisal in the light of both his prewar and wartime experience. The program is described in detail by Garland Stewart, General Plant Personnel Supervisor. p. 7.

THE effects of economic dislocation in the Hawaiian Islands subsequent to World War II and the problems involved in the program for employment of veterans in the Islands are related by William A. Cottrell, VER for Hawaii. p. 11.

THE Great Lakes shipping industry has manpower problems all its own. R. L. Shaw tells us about them and outlines the winter program worked out by the BES, Region IV, to aid Lakes seamen furloughed during the nonnavigable season find employment. p. 15.

LET your listener see in black and white what you are explaining and he will more quickly understand and remember. With this in mind the Minnesota Division of Employment and Security has successfully experimented with visual aids as a means of telling the public about the provisions of the UC law. p. 17.

FOR several years the Greensboro office of the Employment Security Commission of North Carolina has been presenting radio programs designed to familiarize the public with its services. Francis O. Price, VER, tells us of the excellent results obtained and describes a novel and interesting broadcast. p. 20.

An adequately trained staff is essential for a good interstate benefit program. Emanuel Zola details the training provided throughout Wisconsin during the past 2 years which have brought about an improved operation of this program. p. 22.

Nation-Wide Manpower Set-Up

POLICIES and procedures to be followed in the establishment and operation of a country-wide system of regional and area Management-Labor Committees on Defense Manpower are set forth in Policy Statement No. 1, issued at the close of the year by the Labor Department's Office of Defense Manpower.

The policy statement, provides for establishment of 13 regional committees, as well as area committees in all labor market areas in which significant manpower shortages exist or impend. The policy statement is based upon recommendations made by the National Management-Labor Committee on Defense Manpower established by Secretary Tobin under Labor Department General Order No. 48.

Regional committees with the Bureau of Employment Security Regional Director as chairman are scheduled to be set up in New York, Boston, Richmond, Philadelphia, Atlanta, Cleveland, Chicago, Minneapolis, Kansas City (Mo.), Dallas, Denver, San Francisco, and Seattle.

In discussing these new committees, Mr. Goodwin said:

"Strong management-labor committees on defense manpower at the national, regional, and area levels, are essential to the successful operation of manpower programs formulated by the Department of Labor to carry out its broad responsibilities for meeting the labor needs of defense industry and essential civilian employment.

"Virtually all manpower problems are ultimately local in their impact. Their solution is to a large extent dependent upon community understanding and community action. A Nation-wide system of management-labor committees furnishes the machinery through which local communities can obtain full understanding of local problems and through which they can work with local manpower officials in their solution.

"In accordance with broad policies laid down by the Department of Labor after consultation with the National Management-Labor Committee, the regional management-labor committees for defense manpower will assist the Bureau of Employment Security regional offices in developing and coordinating over-all plans for the region which cannot be dealt with by area management-labor committees. These committees will also identify unused plant capacity and pools of surplus manpower and call them to the attention of appropriate procurement agencies or prime contractors.

"The members of the National Committee will nominate candidates for the regional committees and the members will be appointed by the Secretary of Labor. The regional committees will be composed of eight members, four from management, including one agriculture, and four from labor. The BES regional director will serve as chairman.

"The area committees will aid State and local employment offices in the solution of immediate or pending manpower problems arising from the impact of the defense program. They will usually be composed of four representatives of management and four of labor. Where agriculture is a heavy or significant activity in the area, representation on the committee will include an appropriate number from this industry."